I

Т



Project Tracking No.: <u>E-017-FY03-DHS</u>

# **Return on Investment Program Funding Application (FY 2003 Request)**

This is an electronic template. Please enter your responses on this document. Only electronic submittals of this template will be accepted. Proposals submitted after the designated due date may not receive funding consideration.

FINAL AUDIT REQUIRED: The Enterprise Quality Assurance Office of the Information Technology Department is required to perform a final project outcome audit, after implementation, for all Pooled Technology funded projects.

<b>SECTION I: PR</b>	OPOSAL	Date: <u>07-12-01</u>
Agency Name:	Human Services	
Project Name:	Electronic Benefit Transfer	
Expenditure Name:		
Agency Manager:	Edith Pruismann	
Agency Manager Ph	one Number / E-mail: 515-281-	-5688 epruism@dhs.state.ia.us
Executive Sponsor (	Agency Director or Designee):	Deborah Bingaman, Adminstrator Division of Economic Assistane
Agencies are require any IT expenditure or compelling reason to description of the prountil a decision is maportion of this application.	osting over \$100,000, or any no waive this requirement, please oject or expenditure, the budget ade regarding your waiver reque	cation when requesting funds for any project, n-routine IT expenditure. If you feel there is provide (in the box provided below) a brief amount, and a rationale for the waiver request. est, it is not necessary to complete any other by Assurance Office will convey waiver request
Explanation:		
statute?	xpenditure necessary for compli <b>S</b> (If "YES," explain)	ance with a Federal standard, initiative, or exportunity Act of 1996 (PRWORA [P.L. 104-103]) ater thanOctober 1, 2002
Is this project or e	xpenditure required by State sta	tute?
Explanation:		
Does this project o	or expenditure meet a health, sa kplain)	fety or security requirement?

**Explanation:** The food stamp program is a nutrition pogram. One hundred percent of the benefits are federal funds. The program is designed to supplement the fod budget for low income people so that they can afford a nutritious diet. This contributes to the healthy family goal.

Is this project or expenditure necessary for compliance with an enterprise technology standard?  ☐ YES (If "YES," explain) ☑ NO
Explanation:
Is this project or expenditure consistent with meeting the goals and objectives of the State's strategic plans?  ☑ YES (If "YES," explain) □ NO
<b>Explanation:</b> Food stamps enable recipients to improve nutrition, thus contributing to the goal of healthy families.
Is this a "research and development" project or expenditure?   YES (If "YES," explain)   NO
Explanation:
roject or Expenditure Summary

# B.P

1. Provide a pre-project or pre-expenditure (before implementation) and a post-project or postexpenditure (after implementation) description of the impacted system or process. In particular, note if the project or expenditure makes use of information technology in reengineering traditional government processes.

**Response:** Pre-project: currently the department issues food stamp coupons and FIP warrants through a mail issuance system. The department operates a food stamp stuffing machine to prepare the correct amount of benefits for mailing on a monthly basis. DHS uses the Revenue and Finance's warrant issuance system for FIP warrants.

Post-project: During FY2002, the department will work with the selected vendor to implement the statewide EBT system. The Electronic Benefit Transfer project will enable the department to issue a magnetic stripe card to recipients to use at Point of Sale equipment at authorized food stamp retailers and ATM through out the nation for FIP benefits. The EBT system will transmit benefits to an account that the recipient will access at the retail location and ATM locations..

2. Summarize the extent to which the project or expenditure improves customer service to lowa citizens or within State government. Included would be such items as improving the quality of life, reducing the government hassle factor, providing enhanced services, improving work processes, etc.

**Response:** This benefit issuance system provides a more secure system for the recipient. Benefits are held safely in an account until the recipient accesses the benefits at the retailer location. The benefits are transmitted to the same account month after month. Recipients experience address changes, but the benefits are deposited in the same account. This eliminates lost in the mail or undeliverable benefits because of address changes.

Recipients particicipate in the same technology (debit card) as the general public. The system also eliminates the stigma of using different money (food stamps) than the general public.

EBT improves the integrity of the program. While the introduction of EBT has not eliminated the diversion of food stamps to purchase items other than food or exchange them for cash, EBT provides electronic tracking of the transactions. The record of transactions can be analyzed to identify suspect transactions, the location of the terminal and the cardholder. This allows for corrective action to stop the diversion of benefits..

More benefits are actually expended on food because with EBT the exact amount of the purchase is deducted from a benefit account and no benefits are returned to the recipient in the form of change.

3. Identify the main project or expenditure stakeholders and summarize the extent to which each, especially citizens, is impacted. In particular, note if the project or expenditure helps reconnect lowans to State government.

**Response:** The stakeholders for Electronic Benefit Trtansfer are: Authorized food stamp retailers, the banking industry, third party processosr providing electronic switching and settling of transactions, and the United States Postal Service.

Authorized food stamp retailers need to have access to point of sale equipment to continue to participate in the food stamp program. Federal regulations require the government to provide equipment if the retailer chooses not to provide equipment. All authorized food stamp retailers must be given an opportunity to participate in the food stamp program. The commercial equipment can be programmed to be compatible with food stamps. EBT eliminates the bookeeping connected to the paper coupons. A big advantage is the elimination of cash back for transactions not in even dollars, since with EBT the system accepts the exact amount of the transaction. This feature also increases the amount of benefits actually spent on food.

With the elimination of food stamps, banks no longer have the costs associated with processing food stamps through the Federal Reserve System. In the EBT system, the vendor will access the food stamp account at the Federal Reserve in Virginia through the ACH system to provide settlement with all the retailers' banks. In addition, EBT becomes a source of income to banks because of the transaction fees that accrue to the banks.

Networks provide the transaction routing and switching functions. EBT increases the volume of transactions completed. All transactions have a fee attached to the type of service.

Mail carriers have long supported EBT to eliminate the problems associated with delayed benefits, lost and stolen mail, address changes and getting signatures for the certified mail deliveries. Also EBT eliminates postal access to food stamps and thus internal theft in the post offices.

The benefit to the recipients is reviewed in Number 2 above.

For the citizens of Iowa the EBT system improves the Food Stamp Program Integrity. The electronic tracking of transactions enables the department or the UDSA Office of Inspector General to analyze transactions to isolate potential diversion of benefits. It is impossible to divert benefits unless there is a cooperating retailer. By identifying suspect transactions the cooperating retailer and the participating recipient can be identified which allows for corrective action.

# **SECTION II: PROJECT ADMINISTRATION**

## A. Agency Information

1. <u>Project Executive Sponsor Responsibilities</u>: The sponsor must have the authority to ensure that adequate resources are available for the entire project, that there is commitment and support for the project, and that the organization will achieve successful project implementation.

**Response:** No response required.

#### 2. Organization Skills:

- a. List the project management skills necessary for successful project implementation
- b. List the project management skills available within the agency
- c. List the source(s) of project management skills lacking within the agency
- d. Summarize relevant agency project management experience and results

**Response:** A. The project management skills required for this project are extensive. The project involves managing the contract so that the contractor follows through on all the requirements of the contract which includes reaching an agreement with all authorized food stamp retailers in the state and installing POS equipment where necessary and converting retailer equipment to the correct software to accept the EBT card according to USDA specifications. Project coordination is necessary so the statewide rollout is smooth which includes the training of the local offices and the recipients to the EBT system. Time frames are important for continued federal financial participation.

- B. Currently the Department has an EBT coordinator which is providing these duties for the EBT Pilot.
- C. Depending on the final system design proposed by the Contractor the DHS may need specific skills for the system for the interface with the vendor.
- D. The department has always been able to manage the issuance of benefits using the system. EBT is a different benefit issuance system and the same management skills will be applied to this project. The EBT pilot in Linn County has given the department valuable experience and lessons learned to be applied to this project.

# **B.** Project Information

#### 1. History:

- a. Is this project the first part of a future, larger project? If so, please explain.
- b. Is this project a continuation of a previously begun project? If so, please explain project history, current status, and results.

**Response:** a. This project is the first part of a larger project. We are required to change from a paper issuance benefit base to an electronic benefit issuance for the food stamp program. The technology can be adapted for other programs. This program will set the basis for electronic benefit issuance for the department. There are plans to add additional programs, like the childcare vendor payments which include time and attendance verification and the computation of the payment based on the time and attendance captured by using the benefit issuance card. The medical eligibility verification system is another program to be added.

b. While this is the first part of a larger project, the department has operated a pilot in Linn County. FIP benefits were first issued through EBT July 1989. The food stamp component was added in June 1993. The Linn county project is different than statewide EBT will be since the pilot is voluntary for both the recipients and the retailers. The technology is proven. The pilot could not be expanded because it was necessary to open up the statewide expansion to competitive bids. The Linn pilot will be the first area converted to the statewide system.

2. Expectations: Describe the primary purpose or reason for the project.

**Response:** The primary purpose is to issue food stamp benefits electronically. The department must use this issuance method in order to be in compliance with federal food stamp law.

3. <u>Measures</u>: Describe the criteria that will be used to determine if the project is successful.

**Response:** The project will meet standard audit requirements for the disbursement of government benefits. The contractor has specific requirements to meet in terms of customer services requirements and transaction time and speed. Recipients will get their benefits on time and the retailers will be reimbursed timely and accurately.

4. <u>Environment</u>: List the project participants (i.e. single agency, multiple agencies, State government enterprise, citizens, associations, or businesses, etc.).

**Response:** DHS is the designated state agency responsible for the Federal Food Stamp Program. Food Stamp benefits are 100% federal funds. The state receives federal financial participation from the USDA for the administrative costs of administrating the food stamp program which include the costs of benefit issuance. The department will be working with the USDA and will be in full compliance with federal regulations or seek appropriate waivers for a benefit issuance method tailored for Iowa.

The United States Department of Agriculture authorizes food stamp retailers to participate in the food stamp program. The department through the services of a contractor will negotiate agreements with all the authorized food stamp retailers to participate in the EBT benefit redemption system.

5. <u>Risk:</u> Describe the project risks which may be internal or external to State government, i.e. implementing versus not implementing project, changing technology, potential cost overruns, changing citizen demand or need, etc.

**Response:** The department is required to issue food stamp benefits through EBT. However, the benefits issuance must be cost neutral to the USDA; any additional costs are assumed by the department. Even though the department assumes more cost, failure to issue benefits in this manner could cost the department the USDA participation of 50% of the administrative funds.

Food Stamp benefit funds are 100% federal funds. The department issues \$100,000,000 food stamp benefits a year. The amount of benefits issued fluxuates depending on the number of eligible households. The number of eligible households increase when there are economic downturns and increasing unemployment. The goal of the USDA is to eliminate food stamp coupons. If the department does not implement EBT the state of Iowa could lose the entire food stamp program and the \$100,000,000 benefit to the ecomomic conditions of the state.

- 6. <u>Security / Data Integrity / Data Accuracy / Information Privacy</u>
  - a. List the security requirements of the project
  - b. Describe how the security requirements will be integrated into the project and tested
  - c. Describe what measures will be taken to insure data integrity, data accuracy and information privacy.

**Response:** A. A security plan is one of the deliverables required for the contractor. The extensive security requirements are listed in the RFP for the contractor.

- B The security requirements are a intergral part of the system requiarements. The system must meet the federal acceptance test requiarements. A federal acceptance test plan is another deliverable requiared for the contractor.
- C. Data integrity will be insured by the reconcilliation requirements for the food stamp program. The system includes an interface with the Federal Reserve Bank, in Alexandria, VA for the daily settlement. Each day the issuances and expenditures must reconcile. The contractor any any empolyees are tied to the states information privacy policy through the contract.
- 7. Project Schedule

Describe general time lines, resources, tasks, checkpoints, deliverables, responsible parties, etc.

**Response:** The project replaces mail issuance. Electronic Benefit Transfer will mirror the time frames of mail issuance. Recipients are eligible for monthly benefits and the benefits are issued monthly. The state must have Statewide EBT by October 1, 2002. Benefits will be transmitted monthly through the interface developed with the vendor. During the first three months of FY03 the state will be completing the statewide roll out. The following 9 months benefits will be issued 100% state wide by EBT.

# SECTION III: TECHNOLOGY (In written detail, describe the following)

## A. Current Technology Environment

- 1. Software (Client Side / Server Side / Midrange / Mainframe):
  - a. Application software
  - b. Operating system software
  - c. Major interfaces to other systems, both internal and external

#### Response:

A.1.a. Mainframe

IBM products including but not limited to TSO, CICS, PanValet, etc

CA products including, but not limited to, IDMS, Culprit, etc.

Syncsort

VSAM

**COBOL** 

A.1.b. Mainframe

JES3

A.1.c. Mainframe

IBM products including, but not limited to TSO, CICS, PanValet, etc.

CA products including, but not limited to IDMS, Culprit, etc.

### 2. Hardware (Client Side / Server Side / Mid-range / Mainframe):

- a. Platform, operating system
- b. Storage and physical environment
- c. Connectivity and bandwidth
- d. Logical and physical connectivity
- e. Major interfaces to other systems, both internal and external

#### Response:

A.2.a Mainframe Environment

IBM 9672R45

OS390

JES3

A.2.b. Mainframe Environment

IBM 9672R45

OS390

A.2.c. Mainframe Connections

ICN Frame Relay Network

**ICN Enterprise Routers** 

Interface: 100MB FD Ethernet

16 MB Token Ring (Campus TR and Enet with ATM OC3 uplink)

Cisco Catalyst 5500 Ethernet / TR Switch Cisco 7507 Router & CIP ( TCP/IP to MF )

A2.d. Mainframe Connections

ICN Frame Relay Network

**ICN Enterprise Routers** 

Interface: 100MB FD Ethernet

16 MB Token Ring (Campus TR and Enet with ATM OC3 uplink

Cisco Catalyst 5500 Ethernet / TR Switch Cisco 7507 Router & CIP ( TCP/IP to MF

A.2.e. Mainframe Connections

ICN Frame Relay Network

**ICN Enterprise Routers** 

Interface: 100 MB FD Ehternet

16 MB Token Ring (Campus / TR and Enet with ATM OC3 uplink)

Cisco Catalyst 5500 Ethernet / TR Switch Cisco 7507 Router & CIP ( TCP/IP to MF )

# **B. Proposed Technology Environment**

- 1. Software (Client Side / Server side / Mid-range / Mainframe)
  - a. Application software
  - b. Operating system software
  - c. Major interfaces to other systems, both internal and external
  - d. General parameters if specific parameters are unknown or to be determined

#### Response:

B.1.a/b/c. Same as stated in Section III and we will need the response from the FRP for the balance.

- 2. Hardware (Client Side / Server Side / Mid-range / Mainframe)
  - a. Platform, operating system
  - b. Storage and physical environment
  - c. Connectivity and Bandwidth
  - d. Logical and physical connectivity
  - e. Major interfaces to other systems, both internal and external
  - f. General parameters if specific parameters are unknown or to be determined

#### Response:

B.2. a/b/c/d/e. Same as stated in Section III and we will need the response from the RFP for the balance.

#### C. Data Elements

If the project creates a new database, provide a description of the data elements.

**Response:** There are no new databases.

# **SECTION IV: Financial Analysis**

A. Budget: Enter figures and calculate (see formula below) Total Annual Prorated Cost (State Share).

$$\left[ \left( \frac{Budget \ Amount}{Useful \ Life} \right) \times \% \ State \ Share \right] + \left( Annual \ Ongoing \ Cost \times \% \ State \ Share \right) = Annual \ Prorated \ Cost$$

Budget Line Items	Budget Amount (1 <sup>st</sup> Year Cost)	Useful Life (Years)	% State Share	Annual Ongoing Cost (After 1st Year)	% State Share	Annual Prorated Cost
Agency Staff	\$250,000	1	50%	\$	%	\$125,000
Software	\$	4	%	\$	%	\$
Hardware	\$	3	%	\$	%	\$
Training	\$	4	%	\$	%	\$
Facilities	\$	1	%	\$	%	\$
Professional Services	\$2, 380,066	1	41.7%	\$0	-0%	\$992,429(est.)
ITD Services	\$	4	%	\$	%	\$
Supplies, Maint, etc.	\$	1	%	\$	%	\$
Other (Specify)	\$	1	%	\$	%	\$
Totals	\$2630066			\$		\$1,117,429

Transfer this amount to the ROI Financial Worksheet, item "D" on page 13.

B. Funding: Enter data or provide respons	se as re	equested
---	----------	----------

1.	This is (pick one):	☐ A Pooled Technology Fund or Reengineering Fund Request
		An Agency IT Expenditure or Budget Request (General Fund, Road
		Funds, etc)
		Other – Specify:

2. On a fiscal year basis, enter the estimated cost by funding source?

On a fiscal year basis, effect the estimated cost by funding source:							
	FY(	03	FY	<b>′</b> 04	FY	05	
	Cost (\$)	% Total Cost	Cost (\$)	% Total Cost	Cost (\$)	% Total Cost	
State General Fund	\$1,117429	42.5%	\$	%	\$	%	
Pooled Tech. Fund	\$	%	\$	%	\$	%	
Federal Funds	\$1,117429	42.5%	\$	%	\$	%	
Local Gov. Funds	\$	%	\$	%	\$	%	
<b>Grant or Private Funds</b>	\$	%	\$	%	\$	%	
Other Funds (Specify)	\$395525	15%	\$	%	\$	%	
Total Project Cost	\$2,630,066	100%	\$	100%	\$	100%	

If applicable, summarize prior fiscal year funding experience for the project / expenditure.

**Response:** The prior year's funding is for the project design and development and the statewide roll out.

1. On a fiscal year basis, how much of the total (\$ amount and %) project / expenditure cost would be <u>absorbed</u> by your agency from normal operating budgets (all funding sources)?

Response: N/A

2. Identify, list, and quantify all <u>new annual ongoing</u> (maintenance, staffing, etc.) related costs (State \$s) that will be incurred after implementation or expenditure.

Response: N/A

# C. ROI Financial Worksheet: Respond to the following and transfer data to the ROI Financial Worksheet (see IVC11) as necessary:

1. Annual Pre-Project Cost – Quantify all <u>actual</u> state government direct and indirect costs (personnel, support, equipment, etc.) associated with the activity, system or process <u>prior to</u> project implementation. This section should be completed only if state government <u>operations</u> costs are expected to be reduced as a result of project implementation.

**Response:** State operation costs are not expected to be reduced.

2. Annual Post-Project Cost – Quantify all <u>estimated</u> State government direct and indirect costs associated with activity, system or process <u>after</u> project implementation. This section should be completed only if State government <u>operations</u> costs are expected to be reduced as a result of project implementation.

Response: See number 1.

3. State Government Benefit -- Subtract the total "Annual Post-Project Cost" from the total "Annual Pre-Project Cost." This section should be completed only if State government operations costs are expected to be reduced as a result of project implementation.

**Response:** See number 1.

4. Citizen Benefit – Quantify the estimated annual value of the project to lowa citizens. This includes the "hard cost" value of avoiding expenses ("hidden taxes") related to conducting business with State government. These expenses may be of a personal or business nature. They could be related to transportation, the time expended on or waiting for the manual processing of governmental paperwork such as licenses or applications, taking time off work, mailing, or other similar expenses. As a "rule of thumb," use a value of \$10 per hour for citizen time savings and \$.325 per mile for travel cost savings.

**Response:** Citizen benefit is the more secure issuance method. Food stamps cannot be stolen from the mail boxes while recipents are working. Address changes no longer delay benefits as the benefits are transmitted to the same account. These benefits have not been quantified.

5. Opportunity Value/Risk or Loss Avoidance Benefit – Quantify the estimated annual non-operations benefit to State government. This could include such items as qualifying for additional matching funds, avoiding the loss of matching funds, avoiding program penalties/sanctions or interest charges, avoiding risks to health/security/safety, avoiding the consequences of not complying with State or federal laws, providing enhanced services, avoiding the consequences of not complying with enterprise technology standards, etc.

**Response:** Issuing food stamps by EBT is required by the Personal Responsibility and Work Opportunity Act of 1996 (PRWORA [P.L. 1-4-103]). The required date of statewide implementation is October 1, 2002. Failure to complete statewide EBT implementation subjects the state to federal sanction. Failure to comply with federal regulations can result in the loss of federal match of adminstrative costs. In FY00 DHS received \$11,826,629 federal match.

The department issued \$100,726,629 in food stamp benefits. These benefits are 100% federal funds. This program brought \$100,726,629 in federal dollars to the State of Iowa.

\$11,826,629 + \$100,726,629 = \$112,553,258

6. Total Annual Project Benefit -- Add the values of all annual benefit categories.

**Response:** \$112,553,258

ı

7. Total Annual Project Cost – It is necessary to <u>estimate and assign</u> a useful life figure to <u>each</u> cost identified in the project budget. Useful life is the amount of time that project related equipment, products, or services are utilized before they are updated or replaced. In general, the useful life of hardware is three (3) years and the useful life of software is four (4) years. Depending upon the nature of the expense, the useful life for other project costs will vary between one (1) and four (4) years. On an exception basis, the useful life of individual project elements or the project as a whole may exceed four (4) years. Additionally, the ROI calculation must include all <u>new</u> annual ongoing costs that are project related. Completing <u>Section IV-A</u>, <u>Project Budget</u> of the evaluation document will provide all the necessary information for this item.

**Response:** \$1,117,429

8. Benefit / Cost Ratio\_— Divide the "Total Annual Project Benefit" by the "Total Annual Project Cost." If the resulting figure is greater than one (1.00), then the annual project benefits exceed the annual project cost. If the resulting figure is less than one (1.00), then the annual project benefits are less than the annual project cost.

**Response:** \$112,553,258/\$1,117,429 = 100.7

9. ROI -- Subtract the "Total Annual Project Cost" from the "Total Annual Project Benefit" and divide by the amount of the requested State IT project funds.

**Response:** \$112,553,258 - \$1,117,429 / \$1,117,429 = 9,973%

10. Benefits Not Readily Quantifiable -- List the project benefits which are not readily quantifiable (i.e. IT innovation, unique system application, utilization of new technology, hidden taxes, improving the quality of life, reducing the government hassle factor, meeting a strategic goal, etc.). Rate the importance of these benefits on a "1 – 10" basis, with "10" being of highest importance. Check the "Benefits Not Readily Quantifiable" box in the applicable row.

**Response:** Better nutrition for families lead to healthier persons. This leads to savings in medical costs etc. These benefits can not be measured. Improved program integrity can not be measured. this amount should be a 10.

# 11. ROI Financial Worksheet

The Function(s) Now
\$
\$
\$
\$
to Perform the Function(s)
\$
\$
\$
\$
\$
\$
\$
\$112,553,258
\$112,553,258
\$1,117,429
100.7
9,973 <b>%</b>

# T PROJECT EVALUATION

# Section V: ITC Project Evaluation Criteria

	Criteria and Location in Project Evaluation Document	Points
1.	Is the project a statutory requirement; legal requirement; federal or state mandate; health, safety or security requirement or issue; and/or required for compliance with the enterprise technology standards?  Location: Section I-A	15
2.	Will the project improve customer service?  Location: Section I-B.2	15
3.	Does the project have a direct impact on citizens? To what extent does the project help reconnect state government with lowans?  Location: Section I-B.3	10
4.	Does the project provide a sufficient tangible and/or intangible return on investment? Will it generate savings or income?  Location: Section IV-C	10
5.	Does the project make use of information technology and its practical application in reengineering traditional government processes consistent with the goals and objectives of the state's strategic plans?  Location: Section I-B.1	10
6.	Risk: What are the risks associated with the project? Such risks may include those internal and external to state government, the risk of doing a project, the risk of not doing a project, and the risks associated with changing technologies, potential cost overruns, and changing citizen demands and needs.	10
7.	Location: Section II-B.5  Is this funding required to continue a project that was begun prior to the year funding is being requested for and does it have proven past performance? Is the funding part of a multi-year strategy?  Location: Section II-B1, IVB2	10
8.	Will the project be for only one agency, multiple agencies, or the state government enterprise?  Location: Section I-B3, IIB4	10
9.	Has the applicant maximized their own and other resources in the project? Is alternative funding unavailable for this project? (If no other funding available, project will not be completed without Pooled Technology funding)  Location: Section IV-B.2, IV-B.3	5
10.	What is the credibility of the requester based on past performance on other projects?  Location: Section II-A.2.d	5
	Total	100